

## Message Text

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ACTION EB-07

INFO OCT-01 EA-07 ISO-00 CAB-02 CIAE-00 COME-00  
DODE-00 DOTE-00 INR-07 NSAE-00 EPG-02 FAA-00 L-03  
SSO-00 INRE-00 SS-15 NSC-05 NSCE-00 /049 W  
-----109031 281049Z /23

O 281025Z JUN 77  
FM AMEMBASSY TOKYO  
TO SECSTATE WASHDC IMMEDIATE 8986

C O N F I D E N T I A L TOKYO 9642

E.O. 11652: GDS  
TAGS: EAIR, JA  
SUBJECT: CIVAIR: GOJ NOTE ON PROPOSED FREIGHTER CAPACITY  
INCREASES BY U.S. AIRLINES

REF: STATE 149825

1. SUMMARY: IN JUNE 28 NOTE VERBALE, GOJ STATES FREIGHTER ISSUE CAN ONLY BE RESOLVED AS ONE PART OF A PACKAGE SOLUTION OF THE IMMEDIATE ISSUES. IN ORAL PRESENTATION, MOFA OFFICIAL HINTED STRONGLY THAT FREIGHTER POSITION CONTAINED IN GOJ'S JUNE 17 PROPOSAL WILL BE THEIR FINAL OFFER. END SUMMARY.

2. ON JUNE 28, MOFA GAVE EMBOFF NOTE VERBALE ON PROPOSED U.S. CARRIER FREIGHTER CAPACITY INCREASES. NOTE IS NOW BEING TRANSLATED BUT 1ST N.A. DIVDIR WATANABE RECOUNTED ITS CONTENTS AS FOLLOWS: THE FREIGHTER PROBLEM IS ONLY ONE OF THE SO-CALLED IMMEDIATE ISSUES UNDER NEGOTIATION IN ATTEMPTING TO REACH A PACKAGE SOLUTION. IT WOULD BE "EXTREMELY DIFFICULT" FOR THE GOJ TO SEPARATE THE FREIGHTER ISSUE FROM THE OTHERS AND TO APPROVE THE CHANGES IN FREIGHTER CAPACITY REQUESTED BY THE THREE U.S. CARRIERS BEFORE A PACKAGE SOLUTION TO ALL OF THE IMMEDIATE ISSUES IS AGREED UPON. OWING TO THE PROXIMITY OF THE DATE ON WHICH THE PROPOSED SUBSTITUTIONS ARE TO BEGIN (JULY 1 FOR NW) THE MOFA FELT IT NECESSARY TO INFORM THE USG OF THIS DIFFICULTY. THE JCAB,  
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ACCORDING TO WATANABE, WILL INFORM THE U.S. CARRIERS OF THE GOJ'S INABILITY TO APPROVE THE PROPOSED SUBSTITUTIONS AS FILED.

3. IN ELABORATING, MOFA OFFICIAL SAID THAT GOJ NOT ONLY CANNOT SEPARATE FREIGHTER ISSUE FROM THE OTHER IMMEDIATE ISSUES BUT ALSO THAT GOJ CONTINUES TO HAVE A PROBLEM WITH THE SUBSTANCE OF THE FREIGHTER QUESTION AND CANNOT ACCEPT THE APPLICATIONS

FOR CAPACITY INCREASE AS FILED. HE WAS STILL "HOPEFUL" THAT AN OVERALL SOLUTION COULD BE REACHED BEFORE JULY 1 AND EXPRESSED THE "STRONG WISH" THAT THE USG OR U.S. AIRLINES WOULD SUBMIT NEW FREIGHTER APPLICATIONS THAT WOULD MEET THE GOJ POSITION SET FORTH IN THE JUNE 17 JAPANESE PROPOSAL.

4. EMBOFF THEN ASKED WHAT RELATIONSHIP TODAY'S NOTE HAS TO THE USG AIDE MEMOIRE GIVEN JAPANESE EMBASSY OFFICIAL ON JUNE 27. WATANABE REPLIED THAT TODAY'S NOTE WAS PREPARED PRIOR TO RECEIPT OF AIDE MEMOIRE BUT THAT, AFTER REVIEWING OUR JUNE 27 PROPOSAL WITH JCAB, GOJ HAD DECIDED TO GO AHEAD WITH TODAY'S PRESENTATION. HE SAID HIGH LEVEL JAPANESE EMBASSY OFFICIAL (PROBABLY AMB TOGO) WOULD FORMALLY RESPOND TO OUR JUNE 27 AIDE MEMOIRE ON JUNE 29. GOJ RESPONSE ON FREIGHTER ISSUE ON THE 29TH, HOWEVER, "WILL NOT CHANGE." GOJ HAD TAKEN MR. STYLES MAY PRESENTATION ON FREIGHTERS "VERY SERIOUSLY" AND HAD WORKED HARD TO FIND A "COMPROMISE" WHICH WOULD ALLOW U.S. AIRLINES EVENTUALLY TO UTILIZE ALL NINE 747 FREIGHTERS. HE ADMITTED THAT, FROM OUR POINT OF VIEW, TIMING OF SUBSTITUTIONS MIGHT POSE A PROBLEM BUT HINTED STRONGLY THAT THE GOJ HAS MADE ITS FINAL OFFER ON FREIGHTER QUESTION.

5. EMBASSY WILL CABLE COMMENT AND FULL TRANSLATION OF NOTE AS SOON AS AVAILABLE.  
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## Message Attributes

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**Disposition Date:** 22 May 2009  
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**Review Markings:**  
Margaret P. Grafeld  
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